

County of Loudoun
Department of Planning
MEMORANDUM

DATE: August 25, 2009

TO: Judi Birkitt, Senior Planner, Land Use Review

FROM: Brian Fuller, Park Planner, Parks Recreation and Community Services,
Marie Genovese, Planner, Department of Planning (Community Planning
Division), Kate McConnell, Planner and Heidi Siebentritt, Historic
Preservation Planner, Department of Planning (Community Information
and Outreach Division)

SUBJECT: ZMAP 2008-0021 Kincora, Second Referral – Historic Resources

Please note that the following represents referral comments from the Department of Planning, Community Planning and Community Information and Outreach Divisions, and the Department of Parks Recreation and Community Services and are the result of several interdepartmental meetings specific to the issue of preserving and adaptively re-using the historically significant Broad Run Toll House and Bridge property as part of the subject development application.

Background

In reviewing the applicant's amended draft proffer statement, dated July 23, 2009, County staff note the addition of Proffer IV.D, Broad Run Toll House which states that if the extension of Pacific Boulevard across the Broad Run connecting with Russell Branch Parkway adversely affects the preservation of the Broad Run Toll House in its current location the applicant will, if feasible, relocate the Toll House from its current location to a suitable location on the subject property. Per previous conversations with the applicant, it is staff's understanding that the Toll House property, specifically identified as Parcel 040-39-8734, would be acquired by the applicant pursuant to the approval of SPEX 2008-0052. The Toll House property is integral to the site design proposed in the current application and will be impacted by the construction of the extension of Pacific Boulevard, although the effect on the Toll House will be dependent on the ultimate road alignment.

The Broad Run Toll House and Bridge Ruins are the only such combination existing in Virginia and as such this resource was one of the first Loudoun County properties to be listed in the National Register of Historic Places in 1970. The Toll House and Bridge

were then designated by the County as a local Historic Site District in 1972. Please note that the effect of local designation is the required review and approval by the County's Historic District Review Committee (HDRC) of any proposed exterior alteration to the Toll House, including demolition or relocation. Therefore, the HDRC process will be integral to the ultimate treatment/disposition of this resource.

Though the stone, arched double spanned bridge has been lost to flooding, the original stone house appears to retain its historic and structural integrity and continues, after nearly 200 years, to mark the location of one of the first toll gates erected along the Leesburg Turnpike. **Because of the significance of this County historic resource, staff recommends that Parcel 040-39-8734 be included with the rezoning application and that specific actions be outlined in the applicant's proffer statement which will facilitate the preservation of the resource.**

Plan Compliance

The subject property is governed by the Revised General Plan and the Heritage Preservation Plan. Because the HDRC will be involved in the preservation of the resource, the County's Historic District Guidelines will also apply. Both Plans outline the County's commitment to protecting structures and other features of particular historical significance in the context of their natural and historic settings while working with landowners to convey the historic value of the resource to the community at large (Revised General Plan, Chapter 5, *Historic and Archaeological Resources Policies*, Policy 8).

Outstanding Issues

While County staff appreciates the Applicant's recognition of this valuable historic resource and their initial commitment to its preservation in Proffer IVD, the proffer currently proposes the relocation of the Toll House if the alignment of Pacific Boulevard would impact the structure. It is the County's first priority to preserve significant historic structures in place and in the context of their historic settings. While it may not always be feasible to promote the original use for which a historic structure was constructed, the County recognizes the value of the building itself as a historic resource and calls for preservation through adaptive re-use (Heritage Preservation Plan, Chapter 9, *Historic Standing Structures and their Settings*, Policy 1). Staff recommends the Applicant reference Chapter 10 of the Heritage Preservation Plan which provides "Guidelines for the Preservation of Historic Standing Structures" and outlines specific County policies regarding the preservation of historic structures. Additionally, the County's Historic District Guidelines, which are the standards used by HDRC in reviewing proposals in local districts, contain "Guidelines for Demolition and Moving." The Guidelines specifically state that moving historic structures from their original site should be avoided (Historic District Guidelines, Chapter 10).

The County recognizes the value of the Toll House as a historic resource. Staff recommend the applicant preserves the Toll House through adaptive re-use.

A. Alignment of Pacific Boulevard Extension

County staff, including staff from the County's Office of Transportation Services (OTS), concur with the Virginia Department of Transportation (VDOT) in their recommendation (dated March 11, 2009) to adjust the alignment of Pacific Boulevard and Russell Branch Parkway to the west and/or south to avoid adversely affecting the Toll House. Relocating the Toll House will compromise its historic context adjacent to both the bridge ruins and original Alexandria-Leesburg Turnpike (Route 7) alignment and therefore, greatly undermine the significance and interpretive value of this historic building. Relocation may also jeopardize the structural integrity of the Toll House. Staff recommends that the present historic location of the Toll House be central to future discussions on the appropriate alignment of this segment of Pacific Boulevard.

Staff recommend the applicant adjust the alignment of Pacific Boulevard and Russell Branch Parkway to the west and/or south to avoid adversely affecting the Toll House. Staff also recommend that the present historic location of the Toll House be central to future discussions on the appropriate alignment of this segment of Pacific Boulevard.

B. Resource Analysis and Documentation

Structure

As stated above, County staff recommend preservation of the Toll House and bridge ruins in their historic context. However, regardless of whether the structure is ultimately preserved in place, as recommended, or relocated, County staff request that the Applicant commit to the completion of a Historic Structures Report (HSR) as defined by the National Park Service Preservation Brief # 43. The HSR will provide the baseline data necessary to make decisions on how best to preserve the resource and convey its history to the residents of the County. The HSR will include the existing condition and structural integrity of the resource and will determine the potential for possible relocation.

Archaeology

As with the recommended HSR, whether or not the Toll House is preserved in place or relocated, a portion of the historic and educational value of the Toll House property will likely come from the archaeological resources associated with the historic use of this property. Limited archaeological investigation of the property is warranted to ascertain whether intact archaeological remains exist. The rear of the house has been disturbed, primarily by the construction of a pool. Also, as part of the widening of Route 7, an earthen retaining wall was constructed per a 1991 Memorandum of Agreement between VDOT and VDHR which aimed to minimize encroachment of the expanded roadway embankment on the remains of the Broad Run Bridge ruins. The grounds surrounding the front and the sides of the structure may be intact and therefore could yield significant information on commerce and transportation in early 19th century Loudoun County. Staff recommends that the Applicant coordinate with the County Archaeologist to determine the archaeological potential of the property prior to any alterations to the Toll House structure and prior to any ground disturbance on the property.

Staff requests the Applicant commit to the completion of a Historic Structures Report (HSR) as defined by the National Park Service Preservation Brief # 43, to provide the baseline data necessary to make decisions on how best to preserve the resource and convey its history to the residents of the County. Staff also recommend that the Applicant coordinate with the County Archaeologist to determine the archaeological potential of the property prior to any alterations to the Toll House structure and prior to any ground disturbance on the property.

C. Preservation and Adaptive Re-Use

The PRCS staff is currently working on the Broad Run Trail Corridor Plan, in which preserving and rehabilitating the Toll House for use as a trailhead will be a key planned component. Preserving the Toll House in its original location also gives greater credibility to the planned Vestal's Gap Road Park and future interpretation of historic westward expansion, settlement, and commerce as proffered as a part of Dulles Town Center rezoning currently under review (ZMAP 2007-0001).

Specifically, staff recommends rehabilitation and adaptive reuse of the Toll House as a public trailhead for the future Broad Run Trail and Potomac Heritage National Scenic Trail. This shall include, but not be limited to, dedication of the structure and parcel to the County as a public historic park, the rehabilitation of the structure as recommended in the HSR, the inclusion of interpretive and information signage to be determined by PRCS, the inclusion of public restrooms, the inclusion of a small parking lot, and construction of a historically appropriate pedestrian bridge crossing the Broad Run as part of the Potomac Heritage National Scenic Trail that includes reconstruction and/or stabilization of the existing abutments and incorporates them into the bridge design.

Rehabilitation and improvements shall be subject to applicable federal (National Park Service), state (Department of Historic Resources, Department of Conservation and Recreation and Department of Environmental Quality), and local (PRCS and HDRC) standards, and they shall be completed and the property conveyed within 5 years of application approval. It is noteworthy that as part of the planning process for the expansion of eastbound Route 7 in 1990-91 there were discussions about acquiring the Toll House and bridge ruins for use as a public park as part of the then "Greenways and Trails Program" in recognition of the historic significance of this resource (attachment).

Mothballing

The Toll House is currently vacant and will remain vacant for a period of time even if the Applicant proffers preservation and adaptive re-use of the structure. Therefore, the structure could degrade and be subject to vandalism. To ensure that the building does not suffer from demolition by neglect in this interim period, the structure should be adequately protected through "mothballing." There are varying degrees of mothballing outlined in the National Park Service's Preservation Brief #31. If the ultimate re-use of the building is a trailhead/interpretive area, mothballing will be a fairly simple, but necessary process which will include boarding windows securely, securing entrances and preventing internal water damage through leaks, frozen pipes, etc.

Staff recommends rehabilitation and adaptive reuse of the Toll House as a public trailhead for the future Broad Run Trail and Potomac Heritage National Scenic Trail. This shall include, but not be limited to, dedication of the structure and parcel to the County as a public historic park, the rehabilitation of the structure as recommended in the HSR, the inclusion of interpretive and information signage to be determined by PRCS, the inclusion of public restrooms, the inclusion of a small parking lot, and construction of a historically appropriate pedestrian bridge crossing the Broad Run as part of the Potomac Heritage National Scenic Trail that includes reconstruction and/or stabilization of the existing abutments and incorporates them into the bridge design. Rehabilitation and improvements shall be subject to applicable federal (National Park Service), state (Department of Historic Resources, Department of Conservation and Recreation and Department of Environmental Quality), and local (PRCS and HDRC) standards, and they shall be completed and the property conveyed within 5 years of application approval. To ensure that the building does not suffer from demolition by neglect in this interim period, staff also recommend the applicant commit to adequately protecting the structure through "mothballing," using varying degrees of mothballing as outlined in the National Park Service's Preservation Brief #31.

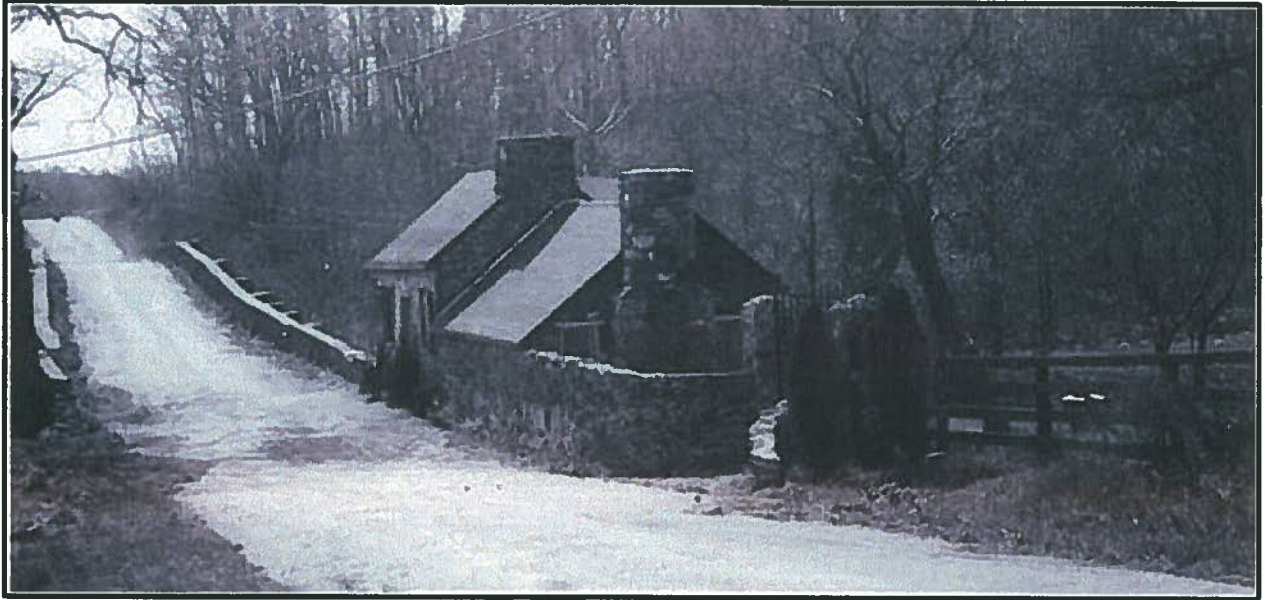
Recommendations

In summary, staff recommends that the following actions be considered to achieve the preservation and adaptive re-use of the Broad Run Toll House and Bridge Ruins and that future proffer language specify these actions:

1. Include the Toll House property (PIN 040-39-8734) as part of ZMAP 2008-0021;
2. Move the alignment of Pacific Boulevard west or south to avoid the Toll House;
3. Preserve the Toll House and a portion of the bridge ruins in place;
4. Complete a Historic Structures Report (HSR) for the Toll House;
5. Coordinate with the County Archaeologist to assess the potential for significant archaeological resources on the property;
6. Pursue adaptive re-use of the Toll House as a public trail head along the Broad Run Trail and convey the property to the County;
7. Mothball the Toll House as soon as possible to protect against decay and vandalism.

Should extenuating engineering circumstances or a decision by the Board of Supervisors result in an alignment of Pacific Boulevard which does not avoid the Toll House, County staff recommends that the structure be relocated to an appropriate location on the west side of Broad Run that would provide the least amount of compromise to the historic context of the structure and bridge. Again, exterior alterations and relocation of the Toll House and its proposed new location would still require approval by the HDRC.

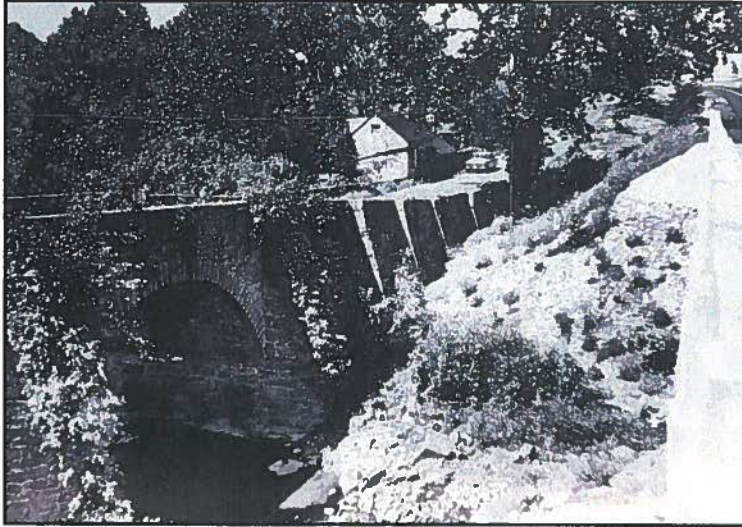
Finally, County staff requests a meeting with the Applicant to further discuss these recommendations in more detail.



Toll House and Bridge circa 1953 (courtesy VDHR)



Toll House – 2008



Broad Run Bridge Ruins- 1990 (courtesy VDHR)

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F.Y.I.
R -

COMMONWEALTH OF VIRGINIA



SENATE

CHARLES L. WADDELL
33RD SENATORIAL DISTRICT
LOUDOUN COUNTY, A PORTION OF
WESTERN FAIRFAX COUNTY
705-G EAST MARKET STREET
LEESBURG, VIRGINIA 22075

COMMITTEE ASSIGNMENTS:
TRANSPORTATION, CHAIRMAN
AGRICULTURE, CONSERVATION
AND NATURAL RESOURCES
LOCAL GOVERNMENT
REHABILITATION AND SOCIAL SERVICES
RULES

July 5, 1991

The Honorable Betty Tatum, Chairman
Loudoun County Board of Supervisors
18 N. King Street
Leesburg, VA 22075

cc: Memory
RUSS

Dear Betty:

Loudoun County Board of Supervisors'
Office

As you may remember, about a year ago I wrote to you and discussed with you the possibility of utilizing the remnants of the old Broad Run Bridge and the area adjacent thereto as a mini-park for the County.

As you can see from the enclosed letter, Ray Pethtel has followed up on my similar request to him and signed an agreement with the Virginia State Preservation officer. I am told this toll bridge dates back to 1820 and may be the last one constructed as a private facility in the Commonwealth.

It is my hope that you may wish to consider VDOT's offer to transfer the historic remains of the old bridge and the residue land shown in the attached plan sheet to the County. As I see it, this could be considered by the Board in conjunction with the Greenway and Trails Program now underway. Unlike the Goose Creek Bridge at Route 7, the only urgency in this situation may be the execution of the transfer with VDOT sometime soon. No expenditure from the County should be involved since the bridge remnants will be reinforced and stabilized by VDOT and the contractor performing the Route 28 improvements.

As you are aware, this property (including the toll house of course) are listed on the National Register of Historic Places and I do hope the County will agree to the transfer as stated in Commissioner Pethtel's letter of April 11, 1991.

I promise not to bring any more bridges to your attention anytime soon.

Sincerely,

A handwritten signature in cursive script, appearing to read "Charlie", followed by a horizontal line.

Charles L. Waddell



COMMONWEALTH of VIRGINIA

DEPARTMENT OF TRANSPORTATION
1401 EAST BROAD STREET
RICHMOND, 23219

RAY D. PETHTEL
COMMISSIONER

April 11, 1991

Broad Run Bridge

The Honorable Charles L. Waddell
705-G East Market Street
Leesburg, Virginia 22075

Dear Senator Waddell:

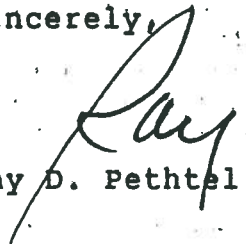
This is to confirm your conversation with Mr. Jack Hodge regarding the preservation of Broad Run Bridge and the potential of a mini-park developed by Loudoun County.

In accordance with our concern for this historic property, an agreement was signed between the Department of Transportation and the Virginia Historic Preservation Officer. Attached is a copy of this agreement as well as a copy of a plan sheet depicting the toll house located on private property. It may need to be considered by the county in planning for a mini-park.

As to the transfer of the bridge itself, we are still willing to consider transferring it to the county if they are interested.

Please let us know if you wish to pursue this any further.

Sincerely,


Ray D. Pethtel, Commissioner

Attachments
cc: Mr. J. S. Hodge

WHEREAS, the Virginia Department of Transportation (VDOT) has determined that the improvements to Route 28, which includes the widening of Eastbound Route 7 in the vicinity of Broad Run, in Loudoun County, Virginia, will have an adverse effect upon the remnants of the Broad Run Bridge and Toll House, a property listed on the National Register of Historic Places, and has consulted with the Virginia State Historic Preservation Officer (SHPO) pursuant to the regulations (36 CFR 800) implementing Section 106 of the National Historic Preservation Act (16 U.S.C. 470f),

NOW, THEREFORE, the VDOT and the Virginia SHPO agree that upon the acceptance of this Memorandum of Agreement in accordance with 36 CFR Section 800.6 (a) (1) (i), this undertaking shall be implemented in accordance with the following stipulations in order to take into account the effect of the undertaking on historic properties.

Stipulations

VDOT will insure that the following measures are carried out.

- 1) Photograph the bridge using a large format camera. Photographs will be used to document the bridge according to the guidelines and standards established for the Historic American Building Survey/ Historic American Engineering Record (HABS/HAER).
 - A: General Views of the bridge remnants and the immediate vicinity.
 - B: Detail of the bridge abutments, retaining walls and traffic deck.
- 2) Leave the center bridge pier remnants intact. The remnants of the central bridge pier shall be left intact and will not be altered by the construction activities in any way.
- 3) Incorporate a retained earth wall into the roadway design to limit encroachment of the roadway embankment on the historic bridge remains. The inclusion of the retained earth wall will greatly reduce the amount of fill placed along the historic retaining walls thereby allowing more of the existing bridge structure to remain visible. The placement and amount of fill is indicated on the revised set of plans.
- 4) Fill will be placed and compacted prior to the driving of the proposed bridge piles. This will help protect the abutments from further collapse due to vibration associated with the placement of the piles. Hand compaction of the fill will be used in all areas within 2 ft of the historic retaining walls to minimize any possible damage to the historic bridge during the fill process.

Execution of this Memorandum of Agreement and carrying out its terms evidences that the VDOT has afforded the Virginia SHPO an opportunity to comment on the Route 28 improvements, specifically in the area where the widening of Eastbound Route 7 crosses Broad Run and has taken into account the effects of this project on the remnants of the historic Broad Run Bridge and Toll House.

VIRGINIA DEPARTMENT OF TRANSPORTATION

By: [Signature]
Environmental Engineer

Date: 4-11-90

STATE HISTORIC PRESERVATION OFFICER

By: [Signature]
Deputy Virginia State Historic Preservation Officer

Date: 4/11/90

T. Coles, Trs.

7

Va. State Grid

Quale Ltd.
D.B. 799 Pg. 40

Broad Run

David A. Farar
D.B. 866 Pg. 1072

Exist. B7W

CBP
VA 454

Special Design Retaining Wall
See Bridge Plan Sheets 23-25 For De

Exist. Guardrail
(To Be Removed)

530 • B611

E.B. Rte. 7

Design Median Barrier
t 2Y(3) For Details.

Conc. Drain